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This report of the Federal Interagency Committee on Education (FCIE) presents recommendations for expanding current federal support for graduate study. Federal agencies allocated $226.2 million for predoctoral fellowships and supported some 12.9% of the full-time graduate students in the US during the 1968-1969 school year. This support increased more than tenfold in 1969, but Congressional economy drives have sharply limited it in some areas. FICE recommends a graduated increase of federal allowances from $2,500 to $3,500 a year per fellow or trainee, which would alleviate the financial plight of the universities. Dependency allowances should be raised from $500 to $600 per dependent, as defined by Internal Revenue Service standards, thus reflecting the 22.3% cost of living increase since 1959. Student stipends should be raised from $2,600 to $3,000 in order that they would better meet the rising cost of education. The calendar year should be used to provide uniform computation of stipend and dependency allowances, and travel allowances should be discontinued as such, but absorbed into the increased stipend payments. Adoption of these recommendations would establish uniformity among all federal agencies in their support programs. FICE plans to propose a change in legislation which would entitle veterans to educational support from the Department of Health, Education, and Welfare plus educational benefits from the Veterans Administration. (WM)

ED028728

A Study of Predoctoral Student Support

THE FEDERAL INTERAGENCY COMMITTEE ON EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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HE 000 785

STUDENT SUPPORT STUDY GROUP

NOVEMBER 1968

A STUDY OF PREDOCTORAL STUDENT SUPPORT

BY THE

FEDERAL INTERAGENCY COMMITTEE ON EDUCATION

Student Support Study Group

November 8, 1968

FEDERAL INTERAGENCY COMMITTEE ON EDUCATION

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CONTENTS

	Page
FICE - Student Support Study Group	ii
Summary of Recommendations	v
Introduction	1
Standards for Predoctoral Fellowship Support	3
Institutional Allowance	5
Student Stipends	7
Dependency Allowance	8
Travel Allowance	9
Supplementation Allowance	10
Method of Computation	11
Duplication of Benefits	11
Maintenance of Uniformity	12

Appendices

Student Costs per Academic Year of Graduate Study	A-1
Graduate Student Charges for 1968-69 Academic Year at Selected Institutions: Tuition and Fees	A-3
Graduate Student Charges for 1968-69 Academic Year at Selected Institutions: Room and Board	A-4
Predoctoral Allowances: Individual and Institutional	A-5
Predoctoral Stipends by Year of Study	A-7

Summary of Recommendations for Federal Support of Graduate Students at the Predoctoral Level

Terms	Year For Adoption	The Standards
Institutional Allowance:	FY 1970	$3,500
	FY 1975	$5,000 - $6,000
Student Stipends:	FY 1970	First Year $2,600
		Intermediate 2,800
		Terminal 3,000
	FY 1972	A single standard, $3,000, or its 1968 dollar equivalent
Dependency Allowance:	FY 1970	$600 per dependent as defined by Internal Revenue Service
Travel Allowance:	FY 1970	Discontinued
Supplementation Allowance:	FY 1970	Adoption of single standard
Method of Computation:		The calendar year
Duplication of Benefits:		Change in legislation
Maintenance of Uniformity:		FICE endorsement prior to agency standard change

A Study of Predoctoral Student Support
by the
Federal Interagency Committee on Education

The Federal Interagency Committee on Education, through its Student Support Study Group and the committee staff, has reviewed and evaluated stipend allowances and related support provided by the Federal Government through its predoctoral fellowship and traineeship programs.* The Director of the National Science Foundation on September 30, 1968, requested the study in response to the Report of the Senate Committee on Labor and Public Welfare on H. R. 5404 (National Science Foundation Act Amendments). The Report sought recommendations from the Foundation for achieving equalization of terms and amounts of its individual and institutional support programs with those administered by the Office of Education and other Federal agencies.

The Student Support Study Group has, for over two years, attempted to resolve the matter of uniformity in policies and procedures among the various fellowship programs. As a consequence, a number of Federal agencies have realized greater standardization. Yet, much remains to be done.

The findings of the FICE subcommittee correspond with the Report of the Senate Committee on Labor and Public Welfare which stated,

> "The Committee is aware that the National Science Foundation and other Federal agencies concerned with academic support programs have been meeting from time to time in an effort to adjust differences between programs. But the Committee is also aware that this problem is not new; it dates back many years, but a solution has not yet been worked out."

*The term "fellowship" will be used throughout the report to denote traineeship as well. Both are awards for fulltime predoctoral study, differing only in the manner of student selection. Fellowships are awarded to individuals chosen in a national competition, while traineeships are allocated en bloc to universities which select the students.

A prime obstacle in adjusting differences had been higher education legislation which stipulated precise figures. The Higher Education Amendments of 1968 now authorize the Commissioner to set payments in line with prevailing practices under comparable programs.

A significant Federal effort in graduate student support, from its inception, has lain in the area of predoctoral fellowships. These programs generally support students proceeding directly from the baccalaureate, and they do not require professional experience or other prerequisites which justify variation in terms and compensation from one agency to another.

Not included in this study are two other categories of graduate student support: advanced predoctoral awards and training grants. The former do differ considerably in terms and compensation from those of other predoctoral programs. The advanced programs are designed for individuals with professional experience; stipends and allowances, therefore, give some recognition to their previous experience and greater personal responsibilities. The training grants administered by the Public Health Service (including NIH, NIMH, and the National Air Pollution Control Administration), WPCA, and other agencies include faculty salaries, equipment purchase, and other costs in addition to stipends. Stipends under these programs do, however, relate to the standards employed by most predoctoral support programs and are, therefore, included in the appended tables.

The subcommittee is aware that other comparable programs exist which pay stipends unrelated to those covered by this report. Because of the special nature of these programs, FICE will study them separately at a future date.

Standards for Predoctoral Fellowship Support

While the Federal Government provides a larger portion of its total graduate student support through means other than predoctoral fellowships, its more prestigious form still lies in the latter. According to the Report of the Task Force on Fellowships and Traineeships, prepared by FICE in June 1968, the Federal Government, during the school year 1968-69, is providing 43,296 such awards. The agencies are allocating $226.2 million for this purpose. Some 12.9 percent of fulltime graduate students in this country are being supported by these Federal funds. In 1960 the Federal Government provided $25 million for the support of these fellowship programs. Although this support increased more than tenfold by 1969, recent Congressional economy drives have sharply limited Federal support in some areas; for example, the National Aeronautics and Space Administration's support of graduate students was almost abandoned. Against 1,335 fellows in 1966, there were only 45 new awards this year.

In spite of the current restrictions and fluctuating support by the Congress within the last year, it seems certain that the Federal Government has assumed an increasing responsibility for the support of graduate education. Its commitments to educational advancement are positive. In fact, the Higher Education Amendments of 1968 (P.L. 90-575) stipulate that

> "On or before December 31, 1969, the President shall submit to the Congress proposals relative to the feasibility of making available a post-secondary education to all young Americans who qualify and seek it."

The Student Support Study Group has long recognized that student support programs constitute an important method of extending Federal assistance to graduate education. Indeed, the success of these programs at the graduate level suggests they may serve as a model for similar programs supporting undergraduate students.

One of the most important aspects of future Federal support must concern itself with equality of educational opportunity. Intelligent planning and special support programs directed toward the neglected minority groups must constitute a new and significant departure from long-established educational practices. Federal fellowships aimed at assisting those from minority groups to secure a higher education and pursue graduate work may be a major vehicle for accomplishing this objective.

Every study within and without the Government in recent years has urged expansion of Federal support to graduate education to keep pace with population growth, increasing graduate enrollment, accelerating demands for highly trained manpower, and the national need for meaningful development of both technology and the arts.

These assumptions underlie FICE's recommendation that Federal fellowships be increased in both numbers and amount of support. At the same time, recognizing current budget constrictions, FICE stresses the need not to reduce dollar support of current grants to achieve an increase in numbers of awards.

Institutional Allowance

The most common institutional allowance for defraying educational costs is a $2,500 payment for each fellow and trainee, although some programs pay a negotiated amount. The 90th Congress, however, authorized a ceiling of $3,500 for this institutional endowment with respect to NDEA Title IV, and HEA Title V (now known as the Education Professions Development Act). This is consonant with the President's Message on American Education of February 5, 1968, in which he called for an increase in the payment for educational costs supported by Federal fellowships.

Recent studies of expenditures of graduate education pointedly indicate that tuition and fees provide a diminishing proportion of the total. While graduate costs vary considerably from one institution to another and differ markedly between sciences and the arts and humanities, they do range somewhere between $5,000 and $20,000 annually. In science programs, they may reach an average of $15,000 to $16,000. Although no one argues that the Federal Government should assume responsibility for total cost, there is common consent that the Government should increase its general support of funding per student up to the legal authority.

Cost analyses in institutions of higher learning are the exception, but even a cursory examination reveals startling increases. A continuing review of university expenses, particularly at the graduate level,

should be a guide for future Federal budget policy. It may become necessary for the Federal Government in time to provide at least half the cost of graduate education per fellowship student, and this may reach $5,000-$6,000 by 1975. The Report of the Senate Committee on Labor and Public Welfare on the Higher Education Amendments of 1968 recommended graduated increases of institutional allowances tied only to new fellowships each year. Until funds are available to provide $3,500 across the board, the Committee's suggestion might be adopted as the budgetary device for moving toward that goal.

The Federal Government, nevertheless, should meet the full objective of $3,500 for institutional allowances as soon as possible. The financial plight of universities requires--and common agreement within the Government acknowledges--that this is the minimum sum needed. Agencies now submitting their fiscal year 1970 budget requests should reflect this expanded cost item. As President Johnson has stated, "At present, Federal fellowship programs are actually deepening the debt of the graduate schools because this payment is too low."

FICE recognizes that control and disbursement of the Federal institutional allowance must be left to the discretion of the institutions. Yet, in order to insure that funds provided for institutional support are apportioned in the most meaningful way, the subcommittee suggests that their allocation require the consultation of the Federal program coordinator. The graduate dean

customarily serves as this officer, but the vice president for research, or academic studies, or the division chairman at times serves.

Student Stipends

In April 1962, the National Aeronautics and Space Administration inaugurated its traineeship program by providing a stipend of $2,400 a year. In December 1962, the President's Science Advisory Committee recommended, "Stipends and cost-of-education allowances should be established somewhat above levels associated with current federally supported programs, to induce more students to select graduate study." As a result, NIH initiated an increased graduated scale in 1963, NSF followed in 1964, and NDEA Title IV in 1965. That scale, still in effect despite a 14 percent cost of living increase, is $2,400 for the first calendar year on tenure, $2,600 for the second and subsequent years, and $2,800 for the final or terminal year of graduate study. While NASA still adheres to the $2,400 standard regardless of level, the Department of Health, Education, and Welfare has adopted the scale for all its support programs, including training grants. The average stipend for all Federal predoctoral fellowships or traineeships is currently $2,600 per year.

To compensate for the decline in purchasing power of the stipend, many universities have added supplementation for the student from other sources. In some instances, they have provided part-time employment and offered other financial arrangements to

assist students in need. This has further aggravated what the Senate Committee on Labor and Public Welfare terms "a competition for institutional deficits," asserting that fellowship allocations tend to be "a losing proposition." The Federal Government should reduce the need for institutional supplementation to whatever extent possible by providing higher stipends.

The cost of living increase suggests that stipends be raised by more than $300 a year, but limited Federal resources at the present time militate against this. Thus, the subcommittee recommends that a $200 rise in stipends across the board be granted by FY 1970. This action would raise the stipend scale to $2,600, $2,800, and $3,000. At the same time, maintenance of the graduated scale no longer seems desirable, and the subcommittee, therefore, recommends that by 1972 all agencies adopt a flat payment of $3,000 per year (or its equivalent in 1968 dollars for each fellow). The adoption of a single payment level would simplify administration of the programs both at the universities and within the Federal agencies.

Dependency Allowance

The $500 calendar year allowance for dependents has existed since 1959. Some programs, however, do not provide an allowance, while others limit the number of allowable dependents. The HEW Grants Administration Manual, effective July 1968, prescribes a fixed allowance for each dependent, as defined by Internal Revenue Service standards, and does not limit the number. The subcommittee believes that the 22.3 percent cost of living increase since 1959 should be reflected

in a larger dependency allowance. Therefore, the subcommittee recommends that effective FY 1970 the allowance be increased to $600 and the dependency criteria conform to the HEW directive. Each agency, nonetheless, should require such documentation as appropriate to establish legal dependency.

Travel Allowance

Agencies also differ in their administration of travel allowances. NASA and NDEA Title IV provide no travel funds to trainees or fellows. On the other hand, NSF provides travel funds for fellows, but not to trainees (see attached table on allowances). Some agencies provide 8¢ a mile one way, while others provide lowest class air travel.

The Comptroller General's report to the Congress, Need for Government-Wide Standardization of Allowances under Federal Fellowship and Traineeship Programs (B-163713) points out that actual cost of lowest class air fare is significantly lower than the flat rate of 8¢ a mile. But it is questionable today whether travel costs constitute a necessary and even meaningful part of an agency's student support services. In addition, because of the costs incurred in administering this provision and variations in practice, the travel allowance should be absorbed into increased stipend payments without the student suffering any overall loss.

If the subcommittee's recommendation is approved to raise the stipend by $200, this would permit the fellowship authorities to eliminate travel allowances completely.

The question of foreign travel is not addressed, however, and provision of costs for necessary travel overseas should undoubtedly continue. This item does not constitute a significant factor in most Federal predoctoral fellowships.

Supplementation Allowance

Supplementation refers to payments by a university to a student in addition to his Federal stipend and allowance. Agency policies differ with respect to this practice. The May 24, 1968, Comptroller General's report recommended common supplementation policies in order to maintain the advantage of more uniform Federal stipends. Adoption of a uniform policy would permit universities to supplement stipends when necessary to provide for variations in living costs, relevant teaching or research on tenure, special research expenses, and other factors.

At the same time, the subcommittee strongly opposes the use of supplementation by which an affluent university might enhance its recruitment or competitive advantage over a less wealthy one. Supplementation should be used only to relieve the student of economic stress and to permit him to direct his energies to fulltime study. While there is common agreement on these objectives, FICE has not been able to arrive at how they might best be accomplished.

The major divergence lies in the fiscal limitation placed upon graduate institutions with respect to supplementing Federal awards. The HEW Grants Administration Manual permits unlimited supplementation

by universities, but requires academic justification and systematic accounting when it occurs. At least two agencies provide supplementation up to $1,000 from program budgets for additional student support. Other programs restrict university supplementation to $1,000 regardless of source, while another agency prohibits supplementation altogether.

The subcommittee makes no recommendation, consequently, concerning supplementation. FICE will continue to raise the matter with its constituent agencies within the next year, with the expectation that they will agree to a common policy by FY 1970.

Method of Computation

The Senate Committee stated, "the agencies also differ in their method of computation. Office of Education employs the academic year, while NSF utilizes the calendar year." The subcommittee recommends uniformity in this matter. The agencies should encourage graduate students to remain in study throughout the calendar year, allowing only such holiday periods as are customary to the university's schedule. The subcommittee believes that the calendar year should be used for computing stipend and dependency allowances. It those instances when it is necessary, shorter periods should be prorated.

Duplication of Benefits

Public Laws 90-574, and 90-575 approved October 16, 1968, provide that "No grant, award, or loan of assistance to any student under any

Act amended by this Act shall be considered a duplication of benefits for the purposes of Section 1781 of title 38, United States Code."

This legislation entitles veterans to receive educational support in certain HEW programs, as well as their educational benefits from the Veterans Administration. Legislation is lacking, however, which would provide dual payment of benefits in other agency programs.

A FICE resolution proposes that veterans receive similar and equitable treatment from all agencies, and that enabling legislation be sought to achieve this. Furthermore, FICE believes that there should be a study of dual support so that agencies may establish reasonable and equitable standards in administering benefits.

Accordingly, on October 28, 1968, FICE addressed a letter to the Administrator of Veterans Affairs requesting a prompt meeting to discuss this matter. FICE will propose either a change in Veterans legislation or new legislation providing uniformity among all agencies in their programs supporting veterans.

Maintenance of Uniformity

Adoption of the FICE recommendations for Federal support of graduate students would, for the first time, establish uniformity among all agencies in their support programs. The subcommittee suggests that once the standards are accepted, a Federal agency contemplating revision should refer the matter to FICE for study and, if possible, endorsement. This procedure would assist in maintaining comparable terms among the agencies in the future with respect to their individual programs.

APPENDICES

Student Costs Per Academic Year of Graduate Study

A rough sample of more than 20 public graduate schools reveals that for the current academic year a graduate student who studies in the State of his residence must spend an average of $1,266 on tuition and fees, room and board. This figure assumes that he is carrying a full course load, is single, contracting for room and board in university facilities. The comparable figure for a nonresident is $1,821. For the student attending a nonpublic graduate school, the same charges are $2,721. Tables showing the range of charges are apended.

A married student's costs would be higher for room and board. Apartment units for married students, as quoted in graduate school catalogs, range from $27 to $210 per month, depending on apartment size and institutional location. These charges may or may not include utilities. The average expense ranges between $75 and $100 per month for a one-bedroom apartment.

In addition to the tuition and required fees, most institutions charge special thesis and/or dissertation fees which the student must pay before he can receive his advanced degree. Such charges may reach $400, although they most frequently range between $30 and $50.

The amount a graduate student needs for books, supplies, incidentals, travel, and personal expenses varies widely. Depending on the location of the institution and individual habits, a student will need between $500 and $1,000 per academic year.

Several institutions cite estimated total student expenses per academic year which cover everything from tuition to toothpaste. Some examples follow:

Institution		Tuition & Fees	All Other	Total
Harvard		$2,000	$1,800	$3,800
Columbia		1,674	2,000	3,674
NYU		1,524	1,680	3,204
Rice		1,700	1,800	3,500
U. of Calif., Berkeley	Resident	317	1,714	2,031
	Nonresident	1,517	1,714	3,231

Georgia Tech's catalog advises students not to come to graduate school with less than $150 per month for room, board, and other expenses. The University of Chicago estimates a graduate student will need $1,825 for room, board, and expenses per academic year.

Graduate Student Charges for 1968-69 Academic Year at Selected Institutions*

Tuition and Fees

Public-Resident	Public-Nonresident	Private
N=27	N=24	N=23
$680	$1,517	$2,300
510	1,517	2,250
504	1,140	2,200
460	1,120	2,100
450	1,110	2,100
446	1,100	2,000
429	1,065	2,000
414	1,050	1,950
413	1,044	1,900
402	1,020	1,900
400	1,010	1,750+
380	1,000+	1,700
375	1,000	1,700
375+	975	1,674
372	956	1,652
356	850	1,560
345	825	1,550
338	820	1,500
330	798	1,464
317	732	1,410
317	555	1,300
300	480	1,140
280	400	400
270	190	
240		
190		
188		
Average $373	$ 928	$1,717

* Where 1968-69 figures were unavailable, 1967-68 figures are shown.

+ Median

HEW/FICE 11/4/68

Graduate Student Charges for 1968-69 Academic Year at Selected Institutions*

Room and Board

Institutional Rates for Single Students

Public	Private
N=22	N=17
$1,160	$1,480
1,059	1,200
1,005	1,170
1,002	1,100
1,000	1,075
985	1,065
932	1,005
900	1,000
900	1,000+
898	1,000
880+	980
864	923
850	900
836	900
828	890
825	800
812	625
812	
810	
810	
800	
675	
Average $ 893	$1,007

* Where 1968-69 figures were unavailable, 1967-68 figures are shown.

+ Median

HEW/FICE 11/4/68

Predoctoral Allowances: Individual and Institutional

Agency	Program	ALLOWANCES					
		Institutional	Dependency		Travel (b)	Supplementation	
			Academic	Calendar		Agency	University
AEC	Traineeships and Special Fellowships	$2,500	(a)	$500	8¢ a mile	$200 per year of professional experience up to 5 years	$1,000 in non-Federal funds for service only
HEW: NIH	Fellowships	2,500 (c)	(d)	500	8¢ a mile	None	$1,000 from Federal fund Unlimited from other sources for service or non-service (HEW Guidelines)
	Training grants	Tuition and teaching costs	(d)	"	"	"	
NIH-BHM	Traineeships	Tuition and fees	(d)	"	"	"	
NIMH	Fellowships	"	(d)	"	"	"	"
	Training grants	"	(d)	"	"	"	"
OE (e)	Educational Research Training	Negotiated up to $2,500	(a)	500	8¢ a mile	None	HEW Guidelines
	Handicapped	2,500	$600	None	None	"	No limit
	Librarianship	3,000 calendar 2,500 academic	600	720	Coach air fare, Roundtrip	"	"
	Modern foreign language	Tuition and fees	600	720	Amount based on fixed rate table allowances for fellow and dependents	500 for special purpose	"
	NDEA IV	2,500	400	500	None	None	HEW Guidelines
	Prospective teacher	2,500	400	500	None	None	"

Predoctoral Allowances: Individual and Institutional (Continued)

Agency	Program	ALLOWANCES					
		Institutional	Dependency		Travel	Supplementation	
			Academic	Calendar		Agency	University
NASA	Training grants	Negotiated Amount	(f)	(f)	(f)	(f)	No limit
NEH	Museum fellowships	$2,500	(g)	(g)	(g)	None	"
NSF	Traineeships	2,500	$375	$500	None	None	$1,000 in non-Federal funds, service or non-service
	Fellowships	2,500 (c)	375	500	8¢ a mile (Roundtrip for foreign travel	None	
WPCA	Training grants	Tuition	(d)	500	8¢ a mile	None	"
	Fellowships	2,500	(d)	500	8¢ a mile	None	"

(a) Dependency allowance awarded for calendar year. Institution may prorate at discretion for shorter periods.
(b) All travel allowances are for awardee one-way to institution unless otherwise specified.
(c) Foreign institutions receive only tuition and fees.
(d) Dependency allowance awarded for calendar year but prorated for shorter periods by agency.
(e) Several OE fellowship programs will retain prior allowance levels for 1969-70 but will adopt standard HEW policy in 1970-71.
(f) An additional $1000 student allowance can be used for stipend increases, dependency allowance, and local economic conditions.
(g) An allowance of $500 is provided in lieu of dependency and travel supplements.

Predoctoral Stipends By Year of Study

Agency	Program	Length of Tenure	Calendar Year Basis				Academic Year Basis			
			1st Year	2d Year	3d Year	Terminal Year	1st Year	2d Year	3d Year	Terminal Year
AEC	Traineeships and Special Fellowships	Up to 3 years	$2,400	$2,600	$2,800	(a)	(b)	(b)	(b)	(b)
HEW: NIH	Fellowships	Up to 6 years	2,400	2,600	2,600	$2,800	(b)	(b)	(b)	(b)
	Training grants	Up to 6 years	2,400	2,600	2,600	2,800	"	"	"	"
	Traineeships (BHM)*	From 1 to 4 years	2,400	2,600	2,600	2,800	"	"	"	"
NIMH	Fellowships	Up to 6 years	2,400	2,600	2,600	2,800	"	"	"	"
	Training grants	From 1 to 4 years	2,400	2,600	2,600	2,800	"	"	"	"
OE	Foreign Language Fellowships	Up to 4 years	2,700	2,700	2,700	2,700	$2,250	$2,250	$2,250	$2,250
	NDEA IV Fellowships	Up to 4 years	2,400	2,600	2,800	2,800	2,000	2,200	2,400	2,400
	Handicapped Fellowships	Up to 2 years	(Awarded on Academic Year Basis Only)				2,200	2,200	--	--
NASA	Training grants	3 years	2,400	2,400	2,400	--	(b)	(b)	(b)	(b)
NEH	Museum Fellowships	Up to 2 years	2,400	2,400	--	--	"	"	"	"
NSF	Traineeships	Up to 4 years	2,400	2,600	2,600	2,800	1,800	1,950	1,950	2,100
	Fellowships	Up to 6 years	2,400	2,600	2,600	2,800	1,800	1,950	1,950	2,100
WPCA	Training grants	Up to 3 years	2,400	2,600	2,600	2,800	(b)	(b)	(b)	(b)
	Fellowships	Up to 2 years	2,400	2,600	2,600	2,800	"	"	"	"

(a) Only three years of support are generally offered.
(b) Support generally given only for calender year. Under exceptional circumstances, support may be given for a 9-month course of study, the awardee receiving a pro rata share of the basic stipend.

* Bureau of Health Manpower figures are for predoctoral students with no professional experience. They do not apply to the majority of BHM trainees who do have such experience.

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